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ABSTRACT

This report summarizes the costs and outcomes of Seattle, Washington's 1977-78 desegregation programs; perspectives on desegregation programs of surveyed parents, teachers, and administrators; and recommendations based on this information. A major emphasis of the report is on the extent to which student transfer programs reduced racial imbalance and the context in which this reduction took place. Recommendations focus on racial imbalance and student transfers, educational programs in desegregated settings, administrative support to desegregation programs, and decision making for desegregation. (APM)

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**1977-78 DESEGREGATION
EVALUATION SUMMARY**

**REPORT NO. 78-9
NOVEMBER 1978**

HUGH WALKUP

U.S. DEPARTMENT OF HEALTH
EDUCATION & WELFARE
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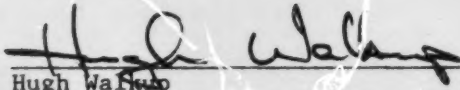
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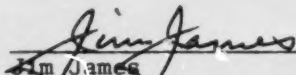
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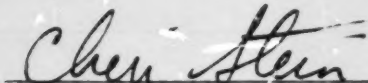
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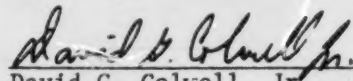

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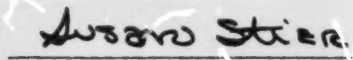

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TABLE OF CONTENTS

	<u>Page</u>
INTRODUCTION	1
DISCUSSION AND CONCLUSIONS	3
RECOMMENDATIONS	11

1977-78 DESEGREGATION EVALUATION SUMMARY

INTRODUCTION

This report summarizes desegregation evaluation information previously disseminated in considerably more detail in three interim reports and six working papers.* It summarizes the costs and outcomes of Seattle's desegregation programs, perspectives on desegregation programs of surveyed parents, teachers and administrators, and recommendations based on this information made during the course of the year.

As early as 1963, the Seattle School District indicated a commitment to racially balance its schools through initiation of a Voluntary Racial Transfer Program. This commitment was further strengthened by the School Board in 1971 through the adoption of specific goals for desegregation of schools in the Garfield and Lincoln-Roosevelt areas and a specific plan for achieving these goals in the middle schools in these areas.

*See 1977-78 Desegregation Evaluation December Interim Report, 1977-78 Desegregation Evaluation Second Interim Report, 1977-78 Desegregation Evaluation Third Interim Report, "Preliminary Analysis of Parent Satisfaction and Ranking Portions of Parent/Student Survey," "Partial Analysis of Parent/Student Desegregation Survey," "Preliminary Analysis of Teacher and Administrator Surveys: Human Relations Training and Other Staff Development Activities," "Administrators' Comments on Desegregation Implementation," "Teachers' Perspectives on Desegregation," and "Costs and Benefits of Desegregation Transfer Programs in Seattle: 1977-78." Any of these documents can be obtained from the Evaluation and Testing Office. An analysis of achievement test scores of students in desegregation programs will be reported at a later date. Student perspectives on desegregation were not collected directly; however the Parent/Student Survey did solicit parents to involve students in their responses.

The District's commitment to desegregation was reaffirmed in 1977-78 by a number of decisions. First, a racial transfer program designed to attract students to unique educational ("Magnet") settings was adopted to supplement the continuing Voluntary Racial Transfer and Middle School Mandatory Racial Transfer programs. Secondly, the Board of Directors adopted resolutions defining racial imbalance and goals for its elimination. Finally, the District adopted the Seattle Plan, a comprehensive desegregation movement strategy utilizing voluntary and fixed assignment strategies to eliminate racial imbalance.

Nineteen different Magnet programs were originally developed and located in thirty-three different schools. These Magnet programs provided a variety of curricular and methodological options designed to attract students whose transfers would reduce racial imbalance. Seventeen programs in twenty-seven schools had attracted sufficient numbers of students by September 1977 to be continued as Magnet programs.

On June 8, 1977, the Seattle School Board, through Resolutions 1977-8 and 1977-9, directed that racial imbalance in the schools be eliminated by the fall of the 1979-80 school year and defined racial imbalance as:

"The situation that exists when the combined minority student enrollment in a school exceeds the District-wide combined minority average by 20 percentage points, provided that the single minority enrollment (as defined by current federal categories) of no school will exceed 50 percent of the student body."

The Board further directed that at least one-half of the racial imbalance be eliminated in the 1978-79 school year:

1. by eliminating racial imbalance in at least 50 percent of those schools identified as racially imbalanced; or
2. by reducing racial imbalance by one-half in all schools identified as racially imbalanced; or
3. by a combination of these measures.

Evaluation of Seattle's 1977-78 desegregation programs, in this summary report and those on which it is based, has focused on the extent to which student transfer programs reduced racial imbalance and the context in which this reduction took place. A secondary focus of this evaluation has been the extent to which lessons learned in the course of 1977-78 desegregation programs might contribute to successful implementation of the Seattle Plan in 1978-79 and years following.

DISCUSSION AND CONCLUSIONS

Costs and Outcomes of Desegregation Transfer Programs

This section discusses the outcomes of Seattle's 1977-78 school desegregation programs in terms of student movement to reduce racial imbalance, as defined in School Board Resolution 1977-8. These outcomes of desegregation programs are analyzed in the context of Districtwide enrollment changes and compared with identifiable program expenditures. This section does not address related outcomes of desegregation programs such as educational improvements or improvements in school racial climate due to these programs.

At the end of the 1977-78 school year Seattle's desegregation transfer programs had moved 3,773 students to reduce racial imbalance. In the face of continuing demographic changes, these transfers reduced the level of racial imbalance in a majority of racially imbalanced schools, including all racially imbalanced elementary, junior high, and middle schools with Magnet programs. However, one additional school (Maple elementary) became racially imbalanced at the end of the school year, bringing the total number of racially imbalanced Seattle schools to 27 as of June 1, 1978.

Continuing a trend which has been in effect since 1970, Districtwide enrollment of White students declined by 5,281 students between January 1977 and June 1978, while the enrollment of students from other racial groups remained relatively stable. Between June 1977 and June 1978, White students accounted for 80 percent of the 1,743 students recorded as moving to suburban King County and 78 percent of the 415 recorded as enrolling in private or parochial schools. Most recorded student movement out of the District was out of King County (4,706 students); 68 percent of these students were White, only slightly above the District average of 65 percent White.

Desegregation programs cost \$9,248,187 above baseline expenditures. Approximately one-third of this amount (\$2,766,527) was spent on transportation for desegregation. Another third (\$2,936,187) was spent on desegregation-related activities not traceable to a particular building-based desegregation program, such as student placement, human relations training, and desegregation affiliates. The remainder (\$3,545,473), most of which went to salaries for additional building staff, was divided among the three primary approaches to student movement: Middle School Mandatory Racial Transfer programs, continuing Voluntary Racial Transfer programs, and the new Magnet programs.

For the purpose of analyzing the cost effectiveness of each of these three approaches to student movement, the expenditures per program were divided by the total number of students served (enrolled students) and by the number of students transferring into the program (racial transfer students).

4

The ongoing Voluntary Racial Transfer program, with an enrollment of 2,305 racial transfer students as of June 1, 1978, had \$123,920 in identifiable expenditures, \$54 per racial transfer student. However, most of these Voluntary Racial Transfer students were attending schools which did not receive any of the \$123,920 spent on this Voluntary Racial Transfer program. The middle school racial transfer program, which had 453 Mandatory Racial Transfer students, had \$395,053 in identifiable expenditures, \$872 per racial transfer student.

Magnet programs were by far the most expensive student transfer strategy during 1977-78, both in terms of total expenditures and in terms of per student expenditures.* This is partly attributable to the costs of starting new programs. Identifiable expenditures for Magnet programs, which attracted 1,015 Magnet Voluntary Racial Transfer students, totaled \$3,008,558, an expenditure of \$1,262 per enrolled pupil, or \$2,964 per Magnet Voluntary Racial Transfer student, excluding transportation and other desegregation activities not traceable to a particular desegregation program.

Total School Magnet programs, including the K-12 Alternative Magnet, were the most cost-effective Magnet programs in terms of per student expenditures. They had \$325 per pupil, or \$1,822 per racial transfer student, in identifiable expenditures. Horizon programs were the most cost-effective add-on Magnet program in terms of expenditures per student. Horizon programs had identifiable expenditures of \$1,086 per pupil or \$2,303 per racial transfer student.

Magnet programs at the high school level were least effective in attracting racial transfer students. Of the 310 students enrolled in high school Magnet programs, only 79 (25%) were racial transfers. The cost per pupil of high school Magnet programs was considerably higher than other programs: \$1,931 per pupil, or \$7,549 per racial transfer student.

Over \$500,000 in expenditures for discontinued or indirect desegregation programs were entered against Magnet program budget accounts. Newly instituted budget and accounting systems should result in more accurate record keeping procedures for monitoring program expenditures.

Overall, these desegregation transfer programs were effective in reducing the impact of continued changes in residential patterns on racially imbalanced schools. These programs also had a high cost attached to them.

Parents' Perspectives on Desegregation

Responses to a parent/student survey distributed to parents of students enrolled in desegregation programs in February 1978 indicate that a majority of parents are satisfied with District performance in the aspects of their children's education surveyed. The content of the curriculum, the quality of the instructional staff, the method of instruction, and the "climate" of the schools, all ranked as important to a quality education for children, received relatively satisfactory ratings from parents. Most parents responded that they were relatively satisfied with the operation of the District.

*These comparisons do not consider the educational value of these programs, an important consideration but outside the scope of the information considered in this report.

However, parents also responded that there were several important aspects of their children's education which were less well served by the District. These aspects concerned the treatment of students as individuals with unique strengths and weaknesses: attention to individual instruction needs, intellectual stimulation, and active encouragement of interests and talents were among the highest ranked aspects of children's education, yet received the highest degree of expressed dissatisfaction with District performance.

Parents of racial transfer or Magnet program students expressed considerably more satisfaction with District performance than did parents of regular program students. Parents of Magnet students, particularly those in Total School Magnets and Horizon programs, expressed the highest levels of satisfaction and lowest levels of dissatisfaction of any parent group. This may in part indicate that optional programs have been successful meeting the diverse needs and priorities of students and parents. However, this higher level of satisfaction may also be due in part to a preexisting higher level of involvement among parents who actively participated in deciding which program their children would attend.

Given the high application rate for Horizon programs, the higher than average indicated return rate to Horizon programs, and the considerably higher level of Horizon parent satisfaction with aspects of their children's education which are of concern to many parents, aspects of the Horizon model (particularly those which focus on unique individual needs and talents) might be profitably investigated for inclusion into the general curriculum. Perhaps parents are saying that they view their children as unique, "gifted," or "exceptional" in some way, and would prefer that the District treat them so.

Teachers' Perspectives on Desegregation

In response to a survey of teachers involved in desegregation programs distributed in May 1978, teachers identified a number of major needs which they felt must be addressed for a successful 1978-79 school year under the Seattle Plan. The most frequently identified needs were needs for:

- a. a positive school climate, fostered by well-organized school and bus activities
- b. clear and uniform expectations for all students and staff
- c. adequate, timely, and sensitive staffing of schools
- d. staff training to help teachers become more effective in desegregated schools and classrooms
- e. building staff orientation, training, and planning activities
- f. constructive information to the public about desegregation implementation

- g. involvement of parents and community members
- h. high quality educational programs
- i. coordination among schools of curriculum planning, development, and implementation activities
- j. central administrative support for and communication with building-level staff
- k. adequate supplies and materials when school starts
- l. long-range desegregation planning

These needs were identified by approximately the same proportion of teachers within each grade level, desegregation program, sex, and ethnic group.

Several general concerns were evident within the context of comments addressing many of the above listed needs. They were preparation for opening day, adequate transportation, program continuity, and staff morale.

Preparation for opening day. Many teachers expressed a sense of urgent concern about opening day, particularly in newly paired and triaded schools. These concerns appeared frequently in each of the eight categories discussed above. Many comments on school climate stressed the importance of sensitive staff behavior and on-going student activities designed to make all students feel welcome and included in their new school setting. Staffing concerns often focused on the need for early placement of teachers in assignments appropriate to the new grade configurations, options, and Magnet programs to facilitate program planning and coordination with other building staff.

The related issue of staff preparation was also frequently mentioned in the context of opening day. Teachers saw the need for District-level training programs and building-level training, orientation, and planning time to prepare them for their new assignments. Early communication with and involvement of parents impacted by desegregation programs was seen as necessary to successful implementation of the program by many teachers. Curriculum planning for new grade configurations, options, and Magnets was identified as necessary, both to avoid opening day uncertainties and mid-term curriculum changes, and to lay the foundation for curriculum continuity within the new feeder patterns. Similarly, many teachers were concerned that adequate supplies, materials, and facilities might not be in place when students arrive in September. Intensive planning to avoid opening day oversight, and resulting unfavorable community opinion, was stressed by a number of teachers.

Adequate transportation. "Make darn sure there are no bussing screwups" was emphasized by several teachers. Others observed that bussing is a "red flag" issue to the community, such that a minor bussing incident could drastically

alter public acceptance of desegregation. In addition to intensive planning to avoid transportation problems, teachers recommended an intensive effort to communicate bus schedules and routes to parents and students, thoroughly trained drivers and affiliates on all desegregation routes the first day, provisions for emergency transportation and transportation of sick kids, and a well-publicized, well-staffed transportation "hot-line" telephone to deal with questions and emergencies.

Program continuity. A number of teachers expressed the hope that the period of major program changes occasioned in part by changing desegregation strategies is drawing to a close. They saw the need for support and dissemination of successful existing programs, for strengthened curriculum and instruction to respond to the diverse needs of all students, and for coordination of instructional programs within the District to assure continuity between grade levels for students in new feeder patterns and Magnet sequences. This latter need was particularly apparent to elementary teachers involved with pairs and triads, but some secondary teachers saw this as an emerging need as the new secondary feeder patterns begin to take effect. The interrelated needs for diversity and continuity should motivate the District's future curriculum development efforts in the opinion of many teachers.

Staff morale. A number of teachers' comments indicated a sense of frustration with and alienation from the District's administrative and decision-making functions. A similar sense of frustration and lack of support was evident in many comments which more directly addressed other issues. Many teachers indicated that they saw themselves on the front row of the firing line, with uncertain backing from the "generals."

Teachers' comments indicate that the District may have a serious teacher morale problem among many teachers involved in desegregation programs. However, many of the teachers who identified this problem appeared to think it could be solved.

One commonly suggested solution was more open communication. Some teachers gave examples of central decisions which bore little relation to the problems they were intended to address, or to the resources available for their implementation. Others mentioned decisions which were made by default at the building level without central direction or without coordination among buildings faced with similar decisions.

Related to the issue of open communications are the issues of central direction and of support for building-level staff. These issues were concisely summarized by one teacher: "Our program is being developed (by us) in a vacuum, without any goals, without funding to support summer preparation, and a total lack of concern as to where we are going."

Staff development activities. Surveyed teachers were also asked to rank the following staff development activities in order of their importance for successful implementation of 1978-79 desegregation programs:

Human Relations Training

Rainbow curriculum training

Multiethnic/multicultural awareness and skills training

Magnet curriculum writing

Magnet curriculum training

Building orientation for pairs and triads

Each sex and ethnic group and each combination of sex and ethnic groups rated these activities in the same order: Human Relations Training and multiethnic/multicultural awareness and skills training were ranked as most important. Rainbow curriculum training and building orientation for pairs and triads were also virtually tied, but clearly below the first two. Magnet curriculum writing and training were ranked least important and were separated from each other by less than two-tenths of a rank.

It appears that multiethnic/multicultural awareness and skills training, including the Human Relations Training workshops, are perceived as very important by District teachers of all sex and ethnic groups. They also perceive the importance of the Rainbow multicultural curriculum training.

However, these surveys also indicate that Human Relations Training may have been less effective in communicating helpful insights and strategies than have other staff development activities, particularly for majority participants. While this may be partly attributable to the difficulty experienced by most people dealing with racism in our lives and society, it is of crucial importance to successful implementation of the Seattle Plan that the District's multiethnic/multicultural awareness and skills training be as effective as possible for all staff.

Administrators' Perspectives on Desegregation

Three interrelated themes connected most comments in response to a survey of all District principals involved in desegregation and administrators at or above department head level distributed in May 1978: (1) the need for decision-making structures which produce responsive, timely, and consistent direction for the District; (2) the need for adequate information bases for decision making; and (3) the need for clear communication of available information and sense of direction throughout all levels of the District.

As the District moves from a phase of intensive planning for desegregation into a phase of implementing the outcomes of the planning process, District administrators who responded were identifying the need to redefine roles and responsibilities in order to administer the Seattle Plan. This need for redefinition appears to be partly in reaction to the disruptions of ongoing functions necessitated by the intensive planning process.

To implement the Seattle Plan, administrators at all levels need current information about students, staff, and resources; they need definitions of each other's roles in the implementation process; and they need structured input to and communication from the District's decision-making process. These are moderately long-range structural needs to meet the changing mission of the District regarding desegregation.

Within these long-range needs there are also short-range needs for events before school opens in September. These short-range needs were identified by District administrators as timely decisions on resource allocation, building staff assignments, staff training, building orientation, student, staff and budget readjustment procedures, and information systems capable of supporting and responding to these events. Comments on a similar survey show teachers to be even more concerned about these short-range needs.

RECOMMENDATIONS

A. Racial Imbalance and Student Transfers

1. Racial imbalance in secondary schools. New feeder patterns established by the Seattle Plan will not fully impact secondary schools until 1980-81. The only other existing strategy to meet Board Resolution 1977-8 is voluntary student movement. The Seattle Plan places greater reliance on voluntary movement at the secondary level until new elementary feeder patterns totally impact the secondary schools in 1980-81. However, during 1977-78 high school Magnet programs attracted relatively fewer students, particularly Voluntary Racial Transfer students, than did Magnet programs at other school levels. From a student transfer standard high school Magnet programs were the least cost effective desegregation student transfer strategy. It is therefore recommended that:
 - a. high school Magnet option programs not be relied on as a primary strategy for attracting voluntary transfers for desegregation programs; and that
 - b. expenditures for optional add-on programs for the purpose of attracting racial transfer students at the high school level be reduced; and that
 - c. more effective, lower unit-cost student transfer strategies at the high school level be investigated; and that
 - d. the District monitor levels of racial imbalance in secondary schools very closely and be prepared to make further interventions in student enrollment patterns if necessary.
2. Racial imbalance at Maple Elementary School. It is recommended that the District identify and implement procedures to eliminate racial imbalance at Maple Elementary School and any other school which may become racially imbalanced.
3. Changes in racial imbalance. Since changing residential patterns will probably continue to alter the ethnic balance of schools, it is recommended that the District design and implement a study to project changes in Seattle area residential patterns over each of the next five years, to estimate the impact on the ethnic balance of Seattle schools, and to prepare contingency plans for preventing resegregation.

4. Student transfers out of Seattle Public Schools. Due to the many issues of importance to the District associated with enrollment decline, it is recommended that the District monitor student movement more precisely. Specifically, the District should identify and implement mechanisms to:

- a. record student transfers as they occur and when student records are requested by another school district;
- b. record student transfers to suburban districts in Snohomish, Pierce, and Kitsap Counties, as well as King County;
- c. record reasons for entering Seattle schools, including the geographical area from which students came; and
- d. regularly survey a random sample of parents of children leaving the District concerning their reasons for leaving.

B. Educational Programs in Desegregated Settings

- 5.* Educational excellence. Given the high application rate for Horizon programs, the higher than average indicated return rate to Horizon programs, and the considerably higher level of Horizon parent satisfaction with aspects of their children's education of concern to many parents, it is recommended that the District attempt to incorporate elements of the Horizon model, particularly those which focus on unique individual needs and talents, into the general curriculum.
- 6.* Program continuity. Many teachers identified the present need and opportunity to strengthen existing instructional programs by assuring continuity between grade levels for students in new feeder patterns and Magnet option sequences. It is therefore recommended that the Department of Program Development, in coordination with Zone/Area Administrators:
- a. identify schools and programs among which instructional program continuity is necessary or desirable;
 - b. develop mechanisms for assuring instructional program continuity in those schools and programs;
 - c. identify and evaluate mechanisms to enable teachers from similar settings, and from schools related by feeder pattern, to share insights and concerns and work toward compatible instructional programs; and

*These recommendations generally concern the further investigation of issues and concerns raised by parents, administrators, and teachers.

- d. identify and implement mechanisms to communicate to teachers a sense of direction, including Districtwide goals and building or program objectives.

C. Administrative Support to Desegregation Programs

- 7.* Staff development. Due to the perceived importance of human relations training and indications that it is regarded as less helpful than other staff development activities, it is recommended that an evaluation of the process and outcomes of the Human Relations Inservice Training program be conducted, with particular focus on differential effects for different sex and ethnic groups.
- 8.* Opening day. Many teachers perceived that a smooth school opening is crucial to the success of desegregation implementation. Therefore, it is recommended that:
 - a. each principal and department administrator involved in desegregation implementation review potential problems associated with the first days of school, define procedures for coping with identified and unidentified problems, and thoroughly brief his or her staff as to their responsibilities under those procedures; and
 - b. the Offices of Transportation, Security, Public Information, Student Services, Student Placement, and Health Services, and the Department of Desegregation Services review thoroughly with the principals and Zone/Area Administrators procedures to be followed during the first few weeks of school, with particular attention to those which concern student transportation and emergencies.

D. Information and Decision Making for Desegregation

- 9.* Information systems. Parents, teachers, and administrators expressed concern about the accuracy and timeliness of data about students, schools, programs, and policies. It is therefore recommended that a review of information requirements, collection procedures, and dissemination mechanisms be conducted to generate recommendations for more efficient, timely, responsive, and accurate compilation and use of information for decision making.

*These recommendations generally concern the further investigation of issues and concerns raised by parents, administrators, and teachers.

- 10.* Administrative information. Due to teacher and administrator concerns about effective communications it is recommended that a fixed timeline be distributed to central and building administrators as soon as possible regarding:
- a. 1978-79 budget adoption and revision processes;
 - b. communication of resource allocation decisions for 1978-79;
 - c. building staff assignments and reassignment procedures;
 - d. summer and early fall staff development activities;
 - e. building orientation and team-building activities for pairs and triads; and
 - f. plans for gathering and mechanisms for disseminating information about student enrollment and the progress of events in 10 a. through e., above.
- 11.* Decision processes. Due to teacher and administrator concerns it is recommended that the District undertake a review of decision making processes which impact desegregation programs and buildings involved in desegregation programs and identify means to:
- a. improve coordination systems among administrative units;
 - b. reduce decision making bottlenecks; and
 - c. implement mechanisms for communicating decision responsibilities, review procedures, decision points, and decision outcomes to all affected personnel.
- 12.* Decision communication. Due to administrators' expressed needs for current information, it is recommended that the "Administrative Update" publication be continued and expanded to communicate decisions and decision points which might impact desegregation programs or schools involved in desegregation programs.
- 13.* Teacher information. Due to teachers' expressed concerns about administrative processes, it is recommended that Area/Zone Administrators, Principals, and the Departments of Personnel, Staff Relations, and Staff Development identify and evaluate mechanisms to:
- a. communicate to teachers the processes and outcomes of administrative decision making;

*These recommendations generally concern the further investigation of issues and concerns raised by parents, administrators, and teachers.

- b. communicate to teachers the functions, activities, and services of central administrative support units; and
 - c. solicit and incorporate teacher input into decision making processes at District, Zone, and building levels.
14. Budget monitoring. To ensure the availability of accurate budget and cost information on the District's desegregation effort, it is recommended that the District identify and implement mechanisms to:
- a. insure the inclusion of programs in the appropriate budget category;
 - b. regularly delete budget items for discontinued programs; and
 - c. regularly monitor expenditures for desegregation programs.